SCTC No. 593

COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES (1999-2000)

(THIRTEENTH LOK SABHA)

FOURTH REPORT

ON

MINISTRY OF RURAL DEVELOPMENT (Department of Rural Development)

[Action Taken by the Government on the recommendations contained in the Second Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes (Eleventh Lok Sabha) on the Ministry of Rural Development (Department of Rural Development)—Employment and financial assistance provided to Scheduled Castes and Scheduled Tribes under Jawahar Rojgar Yojana]

Presented to Lok Sabha on 20.4.2000
Laid in Rajya Sabha on 20.4.2000

LOK SABHA SECRETARIAT
NEW DELHI
April, 2000/*Vaisakha,* 1922 *(Saka)*

CONTENTS

		Page
Composition of the Committee		(iii)
Introduction		(v)
Chapter I	Report	1
Chapter II	Recommendations/Observations which have been accepted by the Government	9
Chapter III	Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies	17
Chapter IV	Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee and which require reiteration	19
Chapter V	Recommendations/Observations in respect of which final replies of Government have not been received	25
Appendix	Analysis of the Action taken by Government on the Recommendations	26

COMPOSITION OF THE COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES
(1999-2000)

Shri Kariya Munda—*Chairman*

MEMBERS

Lok Sabha

2. Shri Mahendra Baitha
3. Shri Padmanava Behera
4. Shri S. K. Bwiswmuthiary
5. Shrimati Santosh Choudhary
6. Shri Jarbom Gamlin
7. Shri Manikrao H. Gavit
8. Shri Thawar Chand Gehlot
9. Shrimati Jaskaur Meena
10. Shri Rup Chand Murmu
11. Shri Salkhan Murmu
12. Shri A. K. Moorthy
13. Shri Ashok Pradhan
14. Shri M. Rajaiah
15. Shri Pravin Rashtrapal
16. Shri Baju Ban Riyan
17. Shri Harpal Singh Sathi
18. Sardar Buta Singh
19. Shri Ramji Lal Suman
20. Shri Ratilal Kalidas Varma

Rajya Sabha

*21. Shri Rajubhai A. Parmar
22. Shri Jhumuk Lal Bhendia
23. Shrimati Jayaprada Nahata
24. Shri C. P. Thirunavukkarasu
25. Shri Sukhdev Singh Libra
26. Shri Gandhi Azad
*27. Shri Sanatan Bisi
28. Shri Mohd. Azam Khan
*29. Shri Ram Nath Kovind
*30. Shri Govindram Miri

SECRETARIAT

1. Shri Joginder Singh, —*Joint Secretary*
2. Shri B. R. Kanathia, —*Director*
3. Shri Shiv Singh, —*Assistant Director*

*Ceased to be Member of the Committee on retirement from House w.e.f. 02.4.2000.

INTRODUCTION

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to finalise and submit the Report on their behalf, present this Fourth Report (Thirteenth Lok Sabha) on Action Taken by Government on the recommendations of the Committee contained in their Second Report (Eleventh Lok Sabha) on Ministry of Rural Development (Department of Rural Development)— Employment and financial assistance provided to Scheduled Castes and Scheduled Tribes under Jawahar Rojgar Yojana.

2. The Report was considered and adopted by the Committee on 06 April, 2000.

3. The Report has been divided into the following categories:—

I. Report

II. Recommendations/Observations which have been accepted by Government

III. Recommendations/Observations which the Committee do not desire to pursue in view of the replies of Government.

IV. Recommendations/Obserevations in respect of which replies of Government have not been accepted by the Committee and which require reiteration.

V. Recommendations/Observations in respect of which final replies of Government have not been received.

4. An analysis of the Action Taken by Government on the recommendations of the Committee contained in the Fourth Report is given in Appendix. It would be observed therefrom that out of 21 recommendations/observations contained in the Report, eleven recommendations *i.e.* 52.4 percent have been accepted by Government. The Committee do not desire to pursue three recommendations *i.e.* 14.3 percent of the total recommendations in view of Government replies and remaining seven recommendations *i.e.* 33.3 percent, in respect of which reply of the Government has not been accepted by the Committee, require further comment.

NEW DELHI;
11 *April*, 2000
22 *Vaisakha*, 1922 *(Saka)*

KARIYA MUNDA,
Chairman,
Committee on the Welfare of Scheduled Castes and Scheduled Tribes.

CHAPTER I

REPORT

1.1 This Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes deals with the action taken by the Government on the recommendations contained in their Second Report (Eleventh Lok Sabha) on the Ministry of Rural Areas & Employment now renamed as Ministry of Rural Development regarding employment & financial assistance provided to Scheduled Castes and Scheduled Tribes under Jawahar Rojgar Yojana (JRY).

1.2 The Second Report was presented to Lok Sabha on 28.11.96. It contained 21 recommendations/observations. Action Taken Replies of the Government received on 01.04.99 have been examined and may be categorised as under:—

(i) Recommendations/observations which have been accepted by the Government; (Sl. Nos. 2,3,4,5,7,10,12,14,16,18,20).

(ii) Recommendations/observations which the Committee do not desire to pursue taking into consideration the replies of the Government; (Sl. Nos. 17,19,21).

(iii) Recommendations/observations, replies to which have not been accepted by the Committee and which need reiteration; (Sl. Nos. 1,6,8,9,11,13,15)

(iv) Recommendations/observations in respect of which final replies have not been received. : NIL

1.3 The Committee will now deal with Action Taken Replies of the Government on some of the recommendations.

Recommendation (Sl.No. 1, Para 2.15)

1.4 The Committee in their Second Report (Eleventh Lok Sabha), had recommended that Ministry should streamline the number of sub-schemes to be implemented by DRDAs and Central Government depute some officials to oversee the works undertaken. Creation of Central Scrutiny-cum-vigilance body with jurisdiction over the other implementing bodies to oversee actual implementation of the scheme was also recommended.

1.5 In reply the Ministry have stated that Jawahar Rojgar Yojana is being implemented throughout the country except in Delhi and Chandigarh, with the objective of creation of additional gainful employment for the unemployed and under-employed men and women in rural areas during the lean agricultural season and durable community assets. Jawahar Rojgar Yojana has been restructured and streamlined with

effect from 1.4.1999 and has been renamed as Gram Samridhi Yojana (GSY). GSY will be implemented by the village panchayats. The emphasis of GSY will be on the creation of rural infrastructure at the village level. Under the Scheme, the allocation would be given to panchayats as per the existing norms and funds will be routed through the DRDAs. DRDAs/ Zilla Parishad will release the funds including the State matching share directly to the village panchayats. Since the emphasis of GSY will be on creation of durable assets at the village level, the government will suitably relax the condition of maintain the wage material ratio of 60:40. At present, 22.5% of JRY funds are earmarked for individual beneficiary schemes for the direct benefit of Scheduled Castes/Scheduled Tribes at all the three level of Panchayati Raj Institution i.e. DRDA/Zilla Parishad, Intermediate level Panchayat and Village Panchayat. As GSY will be implemented only at the village panchayat level the earmarking of 22.5% funds for individual beneficiaries schemes of Scheduled Castes/Scheduled Tribes will be at village level.

Self employment programme i.e. IRDP, TRYSEM, DWCRA, Toolkits and GKY have been restructured also by bringing them under one single programme to be known as Sawaranjayanti Swarozgar Yojana Programmes for the Water-shed Development i.e. DDP, DPAP have also been rationalized. Thus, multiplicity of rural development programmes has been reduced.

GSY will be a centrally sponsored scheme and will continue to be implemented by the State Governments. The Governing Body of the DRDAs are entrusted with the task of monitoring and reviewing all the programmes of rural development. Government of India has issued instructions to all the State Governments/U.Ts to constitute State/District/ Block level Vigilance and Monitoring Committees for the supervision and monitoring of all programmes being implemented by this Ministry in rural areas. These Committees can also look into the complaints of misutilization of funds allocated under various poverty alleviation programmes. At the district level the scheme is supervised by officials of the DRDA/Zilla Parishad. At the State level, the State Level Coordination Committee (SLCC) for the Rural Development Programmes monitor the programmes. State Government officials also inspect the programmes.

At the Central level the programme is monitored through monthly, quarterly and annual progress reports received from the States. To ensure that the JRY guidelines are followed strictly by the States/districts, at the time of release of funds, strict scrutiny of proposals, audit reports and sectoral expenditure on SCs/STs, release of State share of funds are monitored. If these guidelines have not been followed, the funds are deducted from the second instalment. Periodical reviews are carried out by the Central Government in the meeting of Secretaries of the State Governments. Senior officials of the Ministry also see operation of various

Rural Development Programmes during their visit to the States under the Area Officer Scheme.

1.6 The Committee note that JRY has been restructured, streamlined and renamed as Gram Samridhi Yojna (GSY) with emphasis on creation of rural infrastructure at village level. Also the self employment programmes i.e. IRDP, TRYSEM, DWCRA, GKY etc. have been restructured by bringing them under single programme to be known as Swaranjayanti Swarojgar Yojna with a view to reduce multiplicity of rural development programmes. The Committee though are satisfied with the supervision and monitoring of programmes at various levels and periodical reviews by Central Government in the meetings of Secretaries of the State Government supported by visits of senior officials from Centre, yet the setting-up of Central Scrutiny-cum-Vigilance body with jurisdiction over other implementing bodies to oversee overall progress and actual implementation of schemes, is considered imperative. The Committee, therefore, reiterate their recommendation for setting up of a Central Scrutiny-cum-Vigilance body.

Recommendation (Sl. No. 2, Para 2.16)

1.7 The Committee in their Second Report (Eleventh Lok Sabha) has observed that people below poverty line form the target beneficiaries under the Scheme with major thrust being laid on SCs/STs, freed bonded labour and women. The Committee hoped that intended benefits of JRY Schemes really percolate to the identified groups consisting of the poorest of the poor. As such, the Committee had urged the Ministry to undertake centrally overviewed project for identification of beneficiaries, if not undertaken before. The Committee further desired that a permanent record of identified beneficiaries be created at district/block level to be updated on annual basis.

1.8 In their action taken reply, the Government have stated that the people below the poverty line, particularly SCs/STs are the target group under the individual beneficiary scheme of JRY. The guidelines for JRY provide that 22.5% funds are earmarked for individual beneficiary scheme for SCs/STs and for the works which directly benefit the SCs/STs. Under GSY, the earmarking of 22.5% of funds for individual beneficiary scheme for SCs/STs will continue. GSY will be implemented by village panchayat.

In the beginning of every five year plan, the Ministry of Rural Areas & Employment with the assistance of Planning Commission conducts a Census of all poor families in the rural areas who are below poverty line (BPL) as defined by the Planning Commission. The master list of such identified BPL families of the village is kept at the district/block level. The individual beneficiaries for the various rural development programmes are selected from this master list of already identified target group by the Panchayats through the Gram Sabhas.

1.9 The Committee would, however, like to emphasise on creation of a permanent record of the identified beneficiaries at district/block level to be updated on annual basis.

Recommendation (Sl. No. 6, Para 4.31)

1.10 In Para 4.31 of the Second Report (Eleventh Lok Sabha) the Committee had recommended the Ministry to issue necessary instructions to State Governments for bringing out study material in regional languages and its circulation among rural masses including SCs/STs so that the beneficiaries are educated about the option of works to be undetaken, available to them. In such exercise involvement of NGO's and VO's was also recommended.

1.11 The Ministry have stated that Publicity and Communication Cell in the Ministry provides information support through press, journals, publications, television, radio films, video films, out door publicity and exhibitions to various programme divisions. Constant liaison is maintained with the Media Organisations of the Ministry of Information and Broadcasting through interpersonal contact and by providing of literature, video films and photographs on anti-poverty and rural development programmes for wider dissemination of information. In collaboration with various media agencies of the Ministry of Information and Broadcasting, efforts are made to inform rural masses about anti-poverty and Rural Development Programmes and about the efforts which are being made by the Ministry to enable them to make effective use of various kinds of assistance available under the programmes in their own language.

1.12 The Committee appreciate the steps being taken to generate awareness and educate people towards effective use of various kinds of assistance available under the Yojna. The Ministry however, is silent about the involvement of NGO's and VO's for educating the masses about the schemes. The Committee, therefore, reiterate their earlier recommendation of prompting states for involvement of NGO's and VO's for effective education of the people.

Recommendation (Sl. No. 8, Para 4.33)

1.13 The Committee in their Second Report (Eleventh Lok Sabha) had opined that since social forestry & agro-horticulture involve substantial amout of scientific know-how, expertise of leading institutions like Indian Agricultural Research Institute (IARI), Indian Institute of Forest Management (IIFM) and other institutes may be utilised and people educated about long term benefits of the whole programme. Involvement of NGO's and VO's be encouraged and print and audio visual media may be used for campaigning the cause of the programme.

1.14 In reply, the Ministry have intimated that the works under JRY are taken up by the Village Panchayats, Intermediate level Panchayats and the DRDAs as per the felt need of the local people and local areas. Publicity and Communication Cell in the Ministry generates awareness through

press, journals, publications, television, radio, films, video films, outdoor publicity about the works which can be taken up under JRY. In collaboration with various media agencies of the Ministry of Information and Broadcasting efforts are made to inform rural masses about anti-poverty and Rural Development Programmes and about the efforts which are being made by the Ministry to enable them to make effective use of various kinds of assistance available under the programmes. Technical assistance is provided by the DRDAs for taking up works including social forestry, in the rural areas. At the district level, the technical officers from the forest department are also consulted.

1.15 The Committee are distressed to note that the Government have not paid any attention to the recommendation of benefiting from the expertise of institutions like IARI, IIFM and involvement of NGO's and VO's in the educational as well as implementation aspects of the programme. The Committee reiterate their earlier recommendation that leading institutions like Indian Agricultural Research Institute (IARI), Indian Institute of Forest Management (IIFM) and other organisations may be asked to lend advice in this regard and Non-Government Organisations and Voluntary Organisations must also be involved in the educational as well as implementation aspects of the programme.

Recommendation (Sl. No. 9, Para 4.34)

1.16 In Para 4.34 of the Second Report (Eleventh Lok Sabha), the Committee recommended that separate allocation should be made for SCs/STs in the annual budget plan of the Indira Awas Yojna (IAY) and the funds be utilised on priority basis during the same year.

1.17 The Ministry in turn have stated that under the restructured IAY, the guidelines clearly mention that the target group for houses under IAY is people below poverty line living in rural areas belonging to Scheduled Castes/Scheduled Tribes, freed bonded labourers and non-SC/ST categories. A maximum of 40% of the total IAY allocation during a financial year can be utilized for construction of dwelling units for non-SC/ST BPL categories.

From 1995-96, the IAY benefits have been extended to widows or next of kin of defence personnel and para-military forces killed in action irrespective of income criteria subject to the condition that (i) they reside in rural areas; (ii) they have not been covered under any other scheme of shelter/rehabilitation; and (iii) they are houseless or in need of shelter or shelter up-gradation. Benefits have also been extended to ex-servicemen and retired members of the para-military forces as long as they fulfil the normal eligibility conditions of the Indira Awaas Yojana and have not been covered under any other shelter rehabilitation scheme. The priority in the matter of allotment of houses to the ex-servicemen and paramilitary forces and their dependants will be out of 40% of the houses set apart for allotment among the non-SC/ST categories of beneficiaries.

Funds to the tune of 3% is earmarked for the benefit of disabled persons below poverty line. This reservation of 3% under IAY for disabled persons below the poverty line would be horizontal reservation i.e. disabled persons belong to sections like SCs/STs others would fall in their respective categories.

1.18 The Committee are not satisfied with the reply furnished by the Government and reiterate that (a) Separate allocation of fund should be made for SCs/STs in annual budget plan; & (b) Funds earmarked should be utilised on priority basis during the same year.

Recommendation (Sl. No. 11, Para 4.36)

1.19 The Committee in their Second Report (Eleventh Lok Sabha) had noted that 100% compensation is given to the beneficiaries whose well is declared failed. Keeping in view the helpless condition of the farmers the Committee felt that under such circumstances the implementing agencies should not only help the farmer with the advice of going for an alternative source of water but also go ahead in helping them with construction of a bore-well which would be a major source of water for the farmers.

1.20 In reply the Ministry have stated that generally the proposals under MWS are considered by the DRDA/ZP on the basis of availability of ground water established as per findings of the ground water department. Inspite of this there may be cases of failed wells. In case of the districts where open dug wells are not feasible due to geological factors, the guidelines already provide that the funds under the scheme can be utilised for other schemes of minor irrigation like tanks, water harvesting structures and even for development of land for small and marginal farmers.

As regards alternative sources of water like construction of bore-well, it is not permitted at present under the guidelines since funds are limited and construction of bore-wells is costly. Another reason is that the scheme is primarily meant for the people below poverty line and certain target groups, inclusion of construction of borewells and tubewells would make the scheme attractive for rich farmers to monopolise the benefits.

1.21 The Committee feel that guidelines for alternative sources of water like construction of borewell should be suitably amended as water is the basic necessity of farmers. The Committee recommend, funds for the construction of borewells should be increased in consultation with the concerned Ministries.

Recommendation (Sl. No. 12, Para 5.10)

1.22 In para 5.10 of the Second Report (Eleventh Lok Sabha), the Committee had recommended that Centre should issue strict instructions to States for implementation of "Equal Remuneration Act" in its true spirit to ensure equal treatment to women at the time of providing employment under JRY as well as payment of wages for the same nature of work.

1.23 In their reply, the Ministry have stated that as per guidelines, under JRY equal wages are to be paid to both men and women as per the Minimum Wages Acts of the concerned State Governments. Strict instructions have again been issued to all the State Governments to implement Equal Remuneration Act in its true spirit to ensure equal treatment to female workers, at the time of providing works under JRY as well as wages under the programmes.

1.24 The Committee opine that merely issuing instructions to the concerned State Governments for implementing the provisions of Equal Remuneration Act will not suffice. It is the bounden duty of the Ministry to see that the provisions of the Equal Remuneration Act are scrupulously enforced in so far as these specifically relate to the discrimination in wages among men and women workers. Otherwise it would amount to violation of fundamental right of equality before law under Article 14 and against the spirit of the Directive Principles of State Policy under Article 39(d) of the Constitution. The Committee would like to be informed of the outcome of the efforts initiated in this direction.

Recommendation (Sl. No. 13, Para 5.11)

1.25 The Committee in their Second Report (Eleventh Lok Sabha) had observed that there is a considerable inter-state variation in the minimum wages for the unskilled workers ranging from Rs. 14.25 to Rs. 42.00 per day. As such it was desired that the Ministry take up the matter of national minimum wages throughout the country irrespective of the value of work and ensure that it is adhered by all the States.

1.26 The Ministry in their Action Taken Reply have stated that Ministry of Labour is the nodal Department for fixing up National Minimum Wages. The Committee's concern has been conveyed to the Ministry of Labour for taking up necessary action in this regard.

1.27 The Committee note that the issue of fixing up National Minimum Wages was also discussed by the Parliamentary Standing Committee on Urban an Rural Development (1995-96). The Committee had then recommended to reconsider the matter of National Minimum Wages throughout the country in respect of works under JRY and other schemes also. The Committee are constrained to find that the fixing up of National Minimum Wages was a long pending issue which has not yet been sorted out by the Government. The Committee strongly feel that it is high time that the Government should seriously start consultation with the Ministry of Labour and Law on the subject matter without any loss of time. The Committee would also like to be apprised of the action taken by the Government at the earliest.

Recommendation (Sl. No. 15, Para 5.13)

1.28 In Para 5.13, of the Second Report (Eleventh Lok Sabha) the Committee desired that the distribution of foodgrains as part of wages may be reviewed with a view to giving an option to the workers to get

wages either fully in cash or partially in form of cash or partially in form of foodgrains. The Committee recommended the Centre to carry out investigation in the cases of non-payment of wages and take necessary action against defaulting officers.

1.29 In reply, the Ministry have stated that in order to provide foodgrains to the workers under JRY at the subsidised rate, the Central Government have issued instruction to all the State Governments that foodgrains would be given as part of wages under JRY at the rate of 1 kg. per person/day at the same price fixed for the people below the poverty line under Targetted PDS system. Distribution of foodgrains has however, been made optional from 1997-98.

1.30 The Committee endorse the decision of making foodgrains optional for payment of wages to workers. However, the question of investigating cases of non-payment of wages and initiating stern action against defaulters has remained unanswered. As such, the Committee reiterate the need to carry out investigation in the cases of non-payment of wages and to take action against erring officers instead of just withholding the grants to the concerned States.

Recommendation (Sl. No. 17, Para 6.18)

1.31 The Committee in the Second Report (Eleventh Lok Sabha) had expressed their concern over the report that irregularities in implementation of JRY, misutilisation of funds, etc. are got investigated through the State Governments, despite the fact that complaints are directly received by the Central Government. The Committee had therefore opined that all such irregularities be investigated by Central Government.

1.32 In reply the Ministry have pointed out that JRY is implemented throughout the country, except Union Territories of Delhi and Chandigarh, having more than 2 lakh village panchayats and more than 5000 DRDAs. The Central Government does not have direct control over the officials implementing rural development programmes. Moreover, the Ministry of Rural Areas & Employment neither have the manpower nor the machinery to investigate the large number of complaints received from different quarters. Only the State Government can investigate and take appropriate action in this regard.

1.33 The Committee do understand that Central Government neither has direct control over the officials implementing rural development programmes nor the manpower and machinery to investigate large number of complaints received from different quarters. The Committee are of the considered view that since the number of cases of irregularities, misutilisation/non-utilisation are high, Centre should also devise methods and ways apart from States to put a check on such occurrences. To make a step in this direction the Ministry may start taking follow-up action on such cases and the job may be assigned to the Central-Scrutiny-cum-Vigilance Cell recommended to be set up in the Original Report and reiterated at Para 1.6 of this Report.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Sl. No. 2, Para 2.16)

The Committee are happy to observe that the people below the poverty line form the target beneficiaries, with preferred thrust being layed on the members of the Scheduled Castes and Scheduled Tribes, freed bonded labourers and women. The Committe hope that the intended benefits of the JRY Schemes would really percolate to the identified target group consisting of the poorest of the poor. The Committee urge the Ministry to undertake a Centrally overviewed project to identify the beneficiaries individually, if no such survey has already been done. The Committee would like to create a permanent record of the identified beneficiaries at district/block level and the same should be updated annually.

Reply of the Government

The people below the poverty line, particularly, SCs/STs are the target group under the individual beneficiary scheme of JRY. The guidelines for JRY provide that 22.5% funds are earmarked for individual beneficiary scheme for SCs/STs and for the works which directly benefit the SCs/STs. Under GSY, the earmarking of 22.5% of funds for individual beneficiary scheme for SCs/STs will continue. GSY will be implemented by village panchayat.

In the beginning of every five year plan, the Ministry of Rural Areas & Employment with the assistance of Planning Commission conducts a Census of all poor families in the rural areas who are below poverty line (BPL) as defined by the Planning Commission. The master list of such identified BPL families of the villages is kept at the district/block level. The individual beneficiaries for the various rural development programmes are selected from this master list of already identified target group by the Panchayats through the Gram Sabhas.

Comments of the Committee

Please *see* Para 1.9 of chapter I

Recommendation (Sl. No. 3, Para 2.17)

The Committee observe that Jawahar Rozgar Yojana is instrumental in raising employment opportunities and creating durable productive assets. The Committee, however, feel unhappy about the two pronged approach of the First Stream of JRY, with two sub-schemes namely Indira Awaas Yojana and Million Wells Scheme making it mandatory for the State to

implement both the Schemes. The Committee, recommend that the first stream of JRY should be modified by converting it into a single component stream with freedom for implementing agencies to select items of works in accordance with the needs of the local population of the State and the feasibility of the scheme which differs from place to place. This would avoid blocking up of huge amount of money by the States/UTs on the pretext of implementing the schemes, which they may be unable to implement due to certain technicalities and other problems.

Reply of the Government

Jawahar Rozgar Yojana has since been restructured twice. It was first restructured on 1.1.1996 when the second stream of JRY was discontinued and merged with the Employment Assurance Scheme (EAS) and Indira Awaas Yojana and Million Wells Scheme, earlier sub-schemes of JRY, became independent programmes.

From 1.4.1999, Jawahar Rozgar Yojana has again been restructured and streamlined. It will now be implemented at village level only through the village panchayats. The emphasis will now be on creation of durable assets at the village level. As it will be as village oriented programme, it has been decided to rename as "Jawahar Gram Samriddhi Yojana".

Recommendation (Sl. No. 4, Para 3.8 & Sl. No. 5, Para 3.9)

The Committee note that service training are provided to the personnels responsible for the implementation of the programmes of JRY. The Committee desire that the training should also be imparted to the members of the Village Panchayats and Gram Sabhas in order to help them carry out the effective monitoring of the implementation of the programmes.

The Committee note that training to personnels at various levels, selected to undertake work under JRY in States, are imparted both by the Centre as well as the States but the non-officials, who are the real organs of implementation of the Scheme, have been neglected in this regard. The Committee, therefore, recommend that the training for implementation of the JRY programmes should also be imparted to non-official participants (*i.e.* Mukhias, Sarpanchas and Panchayat members etc.)

Reply of the Government

JRY guidelines provide that DRDAs/Zilla Parishads can spend maximum of Rs. 50,000/- to meet the training expenses of the officials/ non-officials involved in the implementation of the JRY at the district/ block/village panchayat levels. Fifty per cent of these funds are spent on the training of non-officials. In addition, after the 73rd amendment of the Constitution, the Panchayati Raj institutions have been entrusted with

specific responsibility for preparing plans and implementing various schemes for economic development and social justice. Elected representatives are playing a major role in development administration. This Ministry, therefore, attaches the highest importance to awareness generation and dissemination of information to elected representatives. Moreover, officials dealing with programmes and subjects now contemplated to be entrusted with the Panchayati Raj Institutions also require substantial reorientation. Thus, training and dissemination of information are high priority items for this Ministry. As a part of this endeavour, this Ministry has identified three national institutions of eminence namely, National Institute of Rural Development, Hyderabad; Lal Bahadur Shastri National Academy of Administration, Mussoorie; and Indian Institute of Public Administration, New Delhi, which have been drafted into comprehensive Training of Trainers Programmes.

Recommendation (Sl. No. 7, Para 4.32)

The Committee find the Special Beneficiary Oriented Individual Programme as very constructive. However, the Committee are uncertain about the proper identification of the individuals below the line of poverty. The Committee strongly recommended that the Centre must involve the Planning Commission along with other Governmental Bodies/Organisations to help the State Governments to prepare a genuine list of identified individuals for the programme.

Reply of the Government

In the beginning of very five year plan, a census is carried out by this Ministry in order to identify families who are people below poverty line. This exercise is carried out by the State Governments. For the IXth Plan, the Ministry has worked out a scientific format with the help of a Committee of Experts including the Planning Commission. The Census has been completed in a number of States. Instructions have also been sent that *w.e.f.* 1.4.1999 only the new list of BPL families should be operated upon.

As far as JRY is concerned, the individual beneficiaries for benefits under the 22.5% segment are taken from the list of BPL families approved by the Gram Sabhas.

Recommendation (Sl. No. 10, Para 4.35)

The Committee are not happy about the dovetailing of funds of Million Wells Scheme with other schemes like the development of Irrigation tanks and Water harvesting structures etc. as these become a community holding. The Committee strongly recommend that the Centre must prepare village-wise/panchayat-wise/district-wise and State-wise lists of intended target groups, the majority of which are SCs/STs and later help the beneficiaries to execute the work of digging/

construction of wells with adequate skilled/technical support so that the benefits must reach the SC/ST beneficiaries directly.

Reply of the Government

The Ministry is aware of the deficiency in the scheme that in many cases the beneficiaries are not able to make optimal utilisation of the wells because of lack of complementary facilities like lifting devices (pump sets and power to energise etc.). It is therefore under consideration to restructure MWS so as to make provision for all these complementary facilities through a single assistance.

As regards list of the beneficiaries/target group, as has been mentioned in reply to para 4.32 the same is prepared through the village-wise BPL survey. The lists of families below poverty line so prepared are maintained at the village panchayat block and district level.

Regarding technical support for construction of the wells, it may be mentioned that the same is provided by the technical staff at the block level. Further, in order to ensure that the construction of wells do not suffer due to non-availability of technical staff. The guidelines provide that the DRDAs/ZPs should prepare with the approval of the State Government estimates of standard work with technical specification and cost norms. The standard which can be used at the time of construction of the wells by the beneficiary.

Recommendation (Sl. No. 12, Para 5.10)

The Committee are distressed to learn that there is a wide gap in the wage of male and female workers (unskilled) in some of the States *e.g.* Assam, Bihar, Punjab, U.P., Kerala, A.P. etc. which is a clear violation of the provisions of Equal Remuneration Act. The Committee strongly recommends that Centre should issue strict instructions to these as well as other States for implementation of the "Equal Remuneration Act" in its true spirit to ensure equal treatment to women at the time of providing employment under JRY as well as payment of wages for the same nature of work.

Reply of the Government

As per guidelines, under JRY equal wages are to be paid to both men and women as per the Minimum Wages Acts of the concerned State Governments. Strict Instructions have again been issued to all the State Governments to implement Equal Remuneration Act in its true spirit to ensure equal treatment to female workers, at the time of providing works under JRY as well as wages under the programmes.

Comments of the Committee

Please *see* Para No. 1.24 of Chapter I.

Recommendation (Sl. No. 14, Para 5.12)

The Committee are not satisfied with the state of affairs pertaining to periodical meetings of the Secretaries-in-charge of implementation of JRY as so far no irregularity concerning the wage payment or execution of action plan directly or indirectly relating to SCs/STs has been reported and acted upon. The Committee strongly feel that Centre must invigorate its periodical meetings and pick up issues to be resolved, instead of simply being satisfied with the statistical evidence by the States, and action need be initiated against the defaulting officers.

Reply of the Government

In addition to the periodical meetings with the Secretary in charge of the implementation of Rural Development Programmes, instructions have been issued to all the State Governments to constitute Vigilance & Monitoring Committees at the State, district and block levels for supervising and monitoring the implementation of all the programmes being implemented by this Ministry in these areas. These Committees can also look into the complaints about the irregularities concerning the wage payment, and execution of action plan relating to SCs/STs. At the time of release of funds, the expenditure on SCs/STs is strictly monitored and in case of shortfall in expenditure, deductions are made on the second instalment. The coverage of SCs/STs in employment is also monitored by the Ministry.

Recommendation (Sl. No. 16, Para 6.17)

The Committee are convinced with the systems of checks and balances infused within the schemes of JRY in order to leave no place for misappropriation/misuse of funds while implementing the schemes. However, the Committee are not sure about the practicality of these instruments of checks and balances. The Committee insist strongly on the physical monitoring of the books and reports submitted by the States. The Centre should also encourage on the spot check/inspections by regular field visits by special bodies like Area Officer, State Level Coordination Committee, Central Government Officers etc.

Reply of the Government

The performance of JRY is monitored regularly by the Centre and the State Governments. To facilitate proper monitoring, emphasis is laid on building a strong data base and periodical feed back through monthly and annual progress reports. The physical and financial achievement under the programme is monitored at the Centre through monthly, quarterly and annual progress reports received from the States. The Department of Rural Employment and Poverty Alleviation has evolved a system to ensure that the guidelines are followed strictly. The utilisation certificates, Audit Reports and other parameters such as matching grants from the States, utilization of funds earmarked for SCs/STs, minimum expenditure etc. are

examined before the release of second instalment. Periodical reviews are carried out by the Central Government in the meeting of Secretaries of the State Governments Senior officials of the Ministry also see operation of various Rural Development Programmes during their visit to the States under the Area Officers Scheme. The scheme is supervised by officials of the DRDA/Zilla Parishad at the district level.

The State Level Coordination Committee for the rural development programmes monitor the programmes at the State level. State Government officials also inspect the Programmes. In addition, sub-committee of the Parliamentary Standing Committee also visit the selected States/districts to review the programmes at the field level. The Monitoring and Vigilance Committees at the State, district and block levels includes the public representaitves and also the representatives from the SCs/STs, and other beneficiaires of the rural development programmes. The C & AG also audits the accounts of many DRDAs.

Recommendation (Sl. No. 18, Para 6.19)

The Committee are happy with the findings of the "Quick Study" and the "Concurrent Evaluation" as mentioned at Para 6.11 and 6.12 of this report. The Committee recommend that these findings must be taken up seriously for inculcating mid-course correction/amendments, and also to rectify the pin-pointed shortcomings of JRY. The Committees are also of the strong opinion that the Centre must not sit satisfied with the Action Taken comments of the State Government/UTs and it must take up fact finding missions/visits in audit to set right the drawbacks and to do complete justice to the beneficiaires in order to live upto the expectation of the people (Target Group) and also to uphold the objectives of the schemes under JRY.

Reply of the Government

On the basis of the "Concurrent Evaluation", the "Quick Study" and other feed backs from the fields, the Government of India had restructured the programme during 1993-94 and subsequently taken a number of steps to improve the implementation of JRY.

(i) JRY has been streamlined and restructured w.e.f. 1.1.1996. The two sub-schemes viz. IAY and MWS which were earlier sub-schemes of JRY have been separated and made independent schemes by themselves. The Intensified JRY (IJRY) has been merged with EAS and all the non-EAS blocks in IJRY districts have been made EAS blocks.

(ii) From 1996-97. 15% of the funds have been earmarked for Intermediate level Panchayats to empower all the three tiers of the Panchayati Raj Institution.

(iii) Instructions have been issued to constitute Monitoring and Vigilance Committees at State, district and block levels for effective implementation of the programme.

(iv) Three per cent of the funds have been earmarked for the physically handicapped persons to provide barrier free infrastructure.

(v) Instructions have also been issued for preference of employment to partents of child labour withdrawn from hazardous/non-hazardous occupation who are below the poverty line. for employment under the Yojana.

(vi) Instructions have recently been issued to all the State Governments that food-grains would be given as part of wages under JRY at the rate of 1kg per person/day at the same price fixed for the pepole below the poverty line under targetted PDS system. Distribution of food-grains has been made optional from 1997-98.

(vii) C & AG also conducts audit of the funds spent under JRY in addition to the audit done by Chartered Accountants. The findings of the C&AG are taken up with State Governments and corrective actions are taken accordingly.

(viii) Ministry also has an Area Officers' Scheme where an officer of the level of Deputy Secretary and above, visits the State assigned to him to review and monitor the implementation of the rural development schemes at the field and gives his feed-back.

Recommendation (Sl. No. 20, Para 7.9)

The Committee also recommend that a list of identified special beneficiaries i.e. SC/ST beneficiaries should be prepared and separate allocation of resources be done for these target groups. The Committee also desire the Centre to direct the States/UTs to release its share of funds immediately, along with the Centre's share. More over the Centre must also work out a mechanism to see whether the States release their share of 20% of the fund. They must also ask for utilization certificate of the total fund of 100% form the State thereby doubly ensuring the release of the State share as well. The Committee, therefore, recommend that a Special Cell should be created in the Ministry of Rural Area & Employment (Department of Rural Employment & Poverty Alleviation) at the Centre to monitor the utilization of funds.

Reply of the Government

The people below the poverty line, particularly, SCs/STs are the target group under the individual beneficiary scheme of JRY. 22.5% funds are earmarked for individual beneficiary scheme for SCs/STs and for the works which directly benefit to the SCs/STs. The individual beneficiaries

are taken from the already identified target group by the Gram Panchayats through Gram Sabhas. State Government and DRDAs are advised to select the beneficiaries from the list prepared by the Gram Panchayats.

The Department of Rural Employment & Poverty Alleviation has evolved a system to ensure that the guidelines are followed strictly. The first instalment of funds are released to the State Governments on ad-hoc basis without any pre-conditions. The Utilisation Certificates, Audit Reports and other parameters such as matching grants from the States, utilisation of funds earmarked for SCs/STs, minimum expenditure etc. are examined before the release of second instalment. The funds are deducted proportionately, if the State Government do not release its matching share and expenditure is less on SC/ST earmarked sectors.

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE TAKING INTO CONSIDERATION THE REPLIES OF THE GOVERNMENT.

Recommendation (Sl. No. 17, Para 6.18)

The Committee are unhappy to learn that all reports of irregularities in the implementation of JRY, misutilization of JRY funds etc. are got investigated through the State Government, despite the fact that the complaints are received directly by the Central Government. The Committee are not happy with the explanation of the Government that the State Government being responsible for the implementation of JRY cases of misutilisation/irregularities are got investigated by the concerned States.

The Committee are of strong opinion that all the reports of irregularities in implementations/misutilizations of JRY funds received directly by the Central Government must, at any cost be investigated by the Central Government itself as it is felt that the ultimate accountability of the JRY funds lies with the Centre.

Reply of the Government

JRY is implemented throughout the country, except Union Territories of Delhi and Chandigarh, having more than 2 lakh village panchayats and more than 500 DRDAs. The Central Government does not have direct control over the officials implementing rural development programmes. Moreover, Ministry of Rural Areas & Employment neither have the manpower nor the machinery to investigate the large number of complaints received from different quarters. Only the State Government can investigate and take appropriate action in this regard.

Comments of the Committee

Please *see* Para 1.33 of Chapter I.

Recommendation (Sl. No. 19, Para 7.8)

The Committee are happy to note that the objectives of the intensified JRY has been introduced in 120 backward districts of the country. The Committee are of the view that the implementation of the intensified JRY should not be left to DRDAs. Who are already over burdened instead, the Central Government should assign the work of implementation of the intensified JRY to some other Governmental or non-Governmental agencies. These bodies should be authorised to start the identification of the beneficiaries and carry out implementation, coordination, review, supervision, and monitoring of the programme under intensified JRY.

Reply of the Government

DRDAs are especially created for the rural development programme and hence are best suited for the implementation of wage employment schemes like JRY and intensified JRY. From 1.1.1996, the intensified JRY has however, been discontinued and merged with the Employment Assurance Scheme (EAS).

Recommendation (Sl. No. 21, Para 8.4)

The Committee find the guidelines for the formulation of projects under the innovative and Special Employment Scheme (JRY Third Stream) are of a very special nature. The Committee are of the opinion that since the objectives and guidelines of Third Stream of JRY are of very special and technical nature, the Government should seek advice on various aspects of the Programme from the leading Management, R&D Oriented institutions, technical manpower planning organizations etc. and thereafter, go in for revitalized implementation of the programme through alternate implementing agencies other than DRDAs. However, the implementation the Third Stream of JRY should remain with the Central Government.

Reply of the Government

The projects submitted under the scheme are considered and approved by the Screening Committee consisting of Secretary (RE&PA) as its Chairman and Additional Secretary (Finance), Adviser (RD-Planning Commission) and Joint Secretary (Rural Employment) as Members of the Committee. Wherever it is considered necessary the comments from the Technical Organisation, Planning Commission and State Governments are sought before the projects are approved by the Committee. However, it is proposed to discontinue the innovative JRY.

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF GOVT. HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

Recommendation (Sl. No. 1, Para 2.15)

The Committee note that all the planning and implementation of the schemes under Jawahar Rozgar Yojana have been left with the DRDAs/ Zilla Parishad. Panchayat Samitis/Intermediate level Panchayat etc. at the State level. It is also observed that DRDAs are over loaded with multiplicity of programmes to be implemented with no other organization to support the statewise implementation of the Programme. The Committee also note that there are no Centrally Sponsored implementing agencies or Central enforcement agencies to oversee the implementation of the JRY schemes. The Committee is of the view that the Ministry should streamline the number of sub-schemes to be implemented by the DRDAs and the Central Government should depute some officials to oversee the works undertaken in this regard. However they may take the advantage of the technical advice of the voluntary organisation. The Committee also recommend that a Central scrutiny-cum-vigilance body should be created with jurisdiction over the other implementing bodies to oversee the actual implementation of the JRY Schemes.

Reply of the Government

Jawahar Rojgar Yojana is being implemented throughout the country except in Delhi and Chandigarh, with the objective of creation of additional gainful employment for the unemployed and under-employed men and women in rural areas during the lean agricultural season and durable community assets. Jawahar Rojgar Yojana has been restructured and streamlined with effect from 1.4.1999 and has been renamed as Gram Samridhi Yojana (GSY). GSY will be implemented by the village panchayats. The emphasis of GSY will be on the creation of rural infrastructure at the village level. Under the scheme, the allocation would be given to panchayats as per the existing norms and funds will be routed through the DRDAs. DRDAs/Zilla Parished will release the funds including the State matching share directly to the village panchayats. Since the emphasis of GSY will be on creation of durable assets at the village level, the government will suitably relax the condition of maintain the wage material ratio of 60:40. At present, 22.5% of JRY funds are earmarked for individual beneficiary schemes for the direct benefit of SCs/ STs at all the three level of Panchayati Raj Institution *i.e.* DRDA/Zilla Parishad, Intermediate level Panchayat and Village Panchayat. As

GSY will be implemented only at the village panchayat level the earmarking of 22.5% funds for individual beneficiaries schemes of SCs/STs will be at village level.

Self employment programmes *i.e.* IRDP, TRYSEM, DWCRA, Toolkits and GKY have been restructured also by bringing them under one single programme to be known as Sawaranjayanti Swarozgar Yojana. Programmes for the Water-shed Development i.e. DDP, DPAP have also been rationalized. Thus, multiplicity of rural development programmes has been reduced.

GSY will be a centrally sponsored scheme and will continue to be implemented by the State Governments. The Governing Body of the DRDAs are entrusted with the task of monitoring and reviewing all the programmes of rural development. Government of India has *issued instructions* to all the State Governments/U.Ts to constitute State/District/ Block level Vigilance and Monitoring Committees for the supervision and monitoring of all programmes being implemented by this Ministry in rural areas. These Committees can also look into the complaints of misutilization of funds allocated under various poverty alleviation programmes. At the district level the scheme is supervised by officials of the DRDA/Zilla Parished. At the State level, the State Level Coordination Committee (SLCC) for the Rural Development Programmes monitor the programmes. State Government officials also inspect the programmes.

At the Central level the programme is monitored through monthly, quarterly and annual progress reports received from the States. To ensure that the JRY guidelines are followed strictly by the States/districts, at the time of release of funds, strict scrutiny of proposals, audit reports and sectoral expenditure on SCs/STs, release of State share of funds are monitored, if these guidelines have not been followed, the funds are deducted from the second instalment. Periodical reviews are carried out by the Central Government in the meeting of Secretaries of the State Governments. Senior officials of the Ministry also see operation of various Rural Development Programmes during their visit to the States under the *Area Officers Scheme.*

Comments of the Committee

Please *see* Para 1.6 of Chapter I

Recommendation (Sl. No. 6, Para 4.31)

The Committee are happy to note the list of works to be taken up for creation of durable productive community assets and also the

developmental activities (infrastructural) which could be taken up on the JRY resources. The Committee are of the strong feeling that the villagers (the target group) have neither been made aware nor educated about these options of works to be taken up. The Committee desire the Ministry to take up the issue of educating the people (the ultimate beneficiaries) in their own language. The Ministry may also issue necessary instructions to State Governments to bring out the study materials in their regional languages and circulate the same to the rural masses including SCs/STs. The Centre may also prompt the states to involve non-Governmental Organisations and Voluntary Organisations for effective education of the people.

Reply of the Government

Publicity and Communication Cell in the Ministry provides information support through press, journals, publications, television, radio, films, video films, out door publicity and exhibitions to various programme divisions. Constant liaison is maintained with the Media Organisations of the Ministry of Information and Broadcasting through interpersonal contact and by providing of literature, video films and photographs on anti-poverty and rural development programmes for wider dissemination of information. In collaboration with various media agencies of the Ministry of Information and Broadcasting, efforts are made to inform rural masses about anti-poverty and Rural Development Programmes and about the efforts which are being made by the Ministry to enable them to make effective use of various kinds of assistance available under the programmes in their own language.

Comments of the Committee

Please *see* Para 1.12 of Chapter I.

Recommendation (Sl. No. 8, Para 4.33)

The Committee are impressed by the objectives of the Social Forestry and Agro-horticulture works to be preferred under JRY. The Committee are of the opinion that since the subject involves a substantial amount of scientific know-how, the people must be adequately educated/informed about the long term benefits of the whole programme. Leading Institutions like Indian Agricultural Research Institute (IARI), Indian Institute of Forest Management (IIFM) and other Organisations may be asked to lend advice in this regard. The Committee also desire that Non-Governmental Organisations and Voluntary Organisations should also be involved in the educational as well as implementation aspects of the programme. The Committee also desire the Centre to make use of the print and the audio-visual medias for campaigning the cause of the Programme.

Reply of the Government

The works under JRY are taken up by the village Panchayats, Intermediate level Panchayats and the DRDAs as per the felt need of the local people and local area. Publicity and Communication Cell in the Ministry generates awareness through press, journals, publications, television, radio, films, video films, out door publicity about the works which can be taken up under JRY. In collaboration with various media agencies of the Ministry of Information and Broadcasting efforts are made to inform rural masses about anti-poverty and Rural Development Programmes and about the efforts which are being made by the Ministry to enable them to make effective use of various kinds of assistance available under the programmes. Technical assistance is provided by the DRDAs for taking up works including social forestry, in the rural areas. At the district level, the technical officers from the forest department are also consulted.

Comments of the Committee

Please *see* Para 1.15 of Chapter I.

Recommendation (Sl. No. 9, Para 4.34)

The Committee note that out of 3862 crores earmarked for 1995-96 an amount of one thousand crores have been allocated to IAY. The Committee also note that no separate allocations have been earmarked for SCs/STs. The Committee, therefore, recommended that separate allocation should be made for SCs/STs in the annual budget plan of the IAY. The funds earmarked should also be utilised on priority basis during the same year.

Reply of the Government

Under the restructured IAY, the guidelines clearly mention that the target group for houses under IAY is people below poverty line living in rural areas belonging to Scheduled Castes/Scheduled Tribes, freed bonded labourers and non-SC/ST categories. A maximum of 40% of the total IAY allocation during a financial year can be utilized for construction of dwelling units for non-SC/ST BPL categories.

From 1995-96, the IAY benefits have been extended to widows or next of kin of defence personnel and para-military forces killed in action irrespective of income criteria subject to the condition that (i) they reside in rural areas; (ii) they have not been covered under any other scheme of shelter rehabilitation; and (iii) they are houseless or in need of shelter or shelter up-gradation. Benefits have also been extended to ex-servicemen and retired members of the para-military forces as long as they fulfil the normal eligibility conditions of the Indira Awaas Yojana and have not been covered under any other shelter rehabilitation scheme. The priority in the matter of allotment of houses to the ex-servicemen and para-military forces and their dependents will be out of 40% of the houses set apart for allotment among the non-SC/ST categories of beneficiaries.

Funds to the tune of 3% is earmarked for the benefit of disabled persons below poverty line. This reservation of 3% under IAY for disabled persons below the poverty line would be horizontal reservation *i.e.* disabled persons belong to sections like SCs/STs and others would fall in their respective categories.

Comments of the Committee

Please *see* Para 1.18 of Chapter-I.

Recommendation (Sl. No. 11, Para 4.36)

The Committee note that 100% compensation is given to the beneficiary whose well is declared failed. However, keeping in view the helpless condition of the farmers the Committee feel that under such circumstances the implementing agencies should not only help the farmer with the advice of going for a much better alternative source of water should go ahead and help them with the construction of a bore-well which would be a major source of water for the farmers both for the Rabi and the Kharif crops.

Reply of the Government

Generally the proposals under MWS are considered by the DRDA/ZP on the basis of availability of ground water established as per findings of the ground water department. Inspite of this there may be cases of failed wells. In case of the districts where open dug wells are not feasible due to geological factors, the guidelines already provide that the funds under the scheme can be utilised for other schemes of minor irrigation like irrigation tanks, water harvesting structures and even for development of land for small and marginal farmers.

As regards alternative sources of water like construction of bore-well, it is not permitted at present under the guidelines since funds are limited and construction of bore-wells is costly. Another reason is that the scheme is primarily meant for the people below poverty line and certain target groups, inclusion of construction of bore-wells and tubewells would make the scheme attractive for rich farmers to monopolise the benefits.

Comments of the Committee

Please see para 1.21 of Chapter-I.

Recommendation (Sl. No. 13, Para 5.11)

The Committee are also unhappy to note that there is considerable Inter-State variations in the minimum wages for the unskilled workers ranging from Rs. 14.25 to Rs. 42.00 per-day. The Committee, therefore, urge the Ministry to take up the matter of national minimum wage throughout the country irrespective of the nature of work and to ensure that the same is adhered to by all the States.

Reply of the Government

Ministry of Labour is the nodal Department for fixing up National Minimum Wages. The Committee's concern has been conveyed to the Ministry of Labour for taking up necessary action in this regard.

Comments of the Committee

Please *see* para 1.27 of Chapter-I.

Recommendation (Sl No. 15, Para 5.13)

The Committee are not at all convinced with the "distribution of food grains" as part of the wages under the JRY Programmes, since the principle of protecting the real wage of the workers besides improving the nutritional standards of the families of the rural poor, are not being met with. Moreover, the food-for-work component of the wage system has totally failed due to various reasons *viz.* poor quality of food-grains, problem of storage and transportation facilities, involvement of multiple agencies, lower market price in comparison to the price of food-grains supplie under JRY, insistence of cash payment by the workers etc. The Committee desire that the matter should be reviewed with a view to giving an option to the workers to get wages either fully in cash or partly in form of cash or partly in form of food-grains keeping in view the variation in the kinds of food-grains. The Committee also recommend the Centre to carry out investigation in the cases of non-payment of wages and to take action against the defaulting officers instead of just withholding the grants to the concerned States as ultimately it is the common man (the target group) who is the sufferer The Committee, therefore, urge the Ministry to take necessary action against the defaulting officers.

Reply of the Government

In order to provide food-grains to the workers under JRY at the subsidised rate, the Central Government have issued instructions to all the State Governments that food-grains would be given as part of wages under JRY at the rate of 1 kg. per person/day at the same price fixed for the people below the poverty line under Targetted PDS system. Distribution of food-grains has however, been made optional from 1997-98.

Comments of the Committee

Please *see* para 1.30 of Chapter I.

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT HAVE NOT BEEN RECEIVED

-NIL-

NEW DELHI;
11 April, 2000

22 Vaisabha, 1922 (Saka)

(KARIYA MUNDA),
Chairman,
Committee on the Welfare of Scheduled Castes and Scheduled Tribes.

APPENDIX

(*Vide* para 4 of the Introduction)

ANALYSIS OF THE ACTION TAKEN BY GOVERNMENT ON RECOMMENDATIONS CONTAINED IN THE SECOND REPORT (ELEVENTH LOK SABHA) OF THE COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES

1.	Total numbers of Recommendations	21
2.	Recommendations/observations which have been accepted by Government (*vide* Recommendations at Sl. No. 2, 3, 4, 5, 7, 10, 12, 14, 16, 18 and 20)	
	Number	11
	Percentage to total	52.4%
3.	Recommendations/observations which the Committee do not desire to pursue in view of Government replies (*vide* recommendations at Sl. No. 17, 19, 21)	
	Number	3
	Percentage to total	14.3%
4.	Recommendations/observations in respect of which replies of Government have not been accepted by the Committee and which require reiteration (vide recommendations at Sl. No. 1, 6, 8, 9, 11, 13, 15)	
	Number	7
	Percentage to total	33.3%
5.	Recommendations/observations in respect of which final replies of Government have not been received (*vide* recommendation at Sl. No. NIL)	
	Number	NIL
	Percentage of total	NIL